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An educational park, providing equal educational opportunities for students of both minority and majority groups, is proposed as a solution to the problems of race and socioeconomic deprivation in the Seattle metropolitan area. Positive features of the educational park include its provision for quality education through adaptation, innovation, attraction, and comprehensiveness and its contribution to the elimination of de facto segregation by virtue of its large size and internal decentralization. A model is described to illustrate the workability of the educational park concept in the Seattle metropolitan area. Four recommendations are made for State legislative action--relating State responsibility to local district responsibility in a metropolitan approach to educational planning--and a tentative legislative proposal in 14 sections is outlined to implement the advisory committee's recommendations. (JK)

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REPORT OF THE EDUCATIONAL PARK ADVISORY COMMITTEE

TO THE
METROPOLITAN EDUCATION SUBCOMMITTEE
OF THE
JOINT COMMITTEE ON EDUCATION
WASHINGTON STATE LEGISLATURE

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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AUGUST 1968

Letter of Transmittal

Seattle, Washington
August 20, 1968

Members of the Metropolitan Education Subcommittee:

The Educational Park Advisory Committee appointed by your chairman has considered your staff proposal of May 8, 1968. At an early session, the Committee voted to support the creation of a metropolitan educational park for the Seattle area. This report is an effort to state our concern about the educational problems that exist in our area and to indicate the type of approach to educational planning that we feel must be pursued if these problems are to be met.

The burden and function of the public schools have been shifting in recent years. Formerly, the schools played a rather passive role by providing free public resources. It was the responsibility of the pupil to take advantage of these "free" resources. This responsibility is shifting. More and more the responsibility to create achievement seems to lie with the educational institution.

White-black racism has perhaps become the emotional and moral domestic issue of our time. It is too easy to say that this is not a problem of the school or State's making, for the failure of elective and administrative officials to take the necessary positive, remedial action—the crime of omission—is morally, if not legally, an act of discrimination. In fact, without the assistance of and leadership by State and local school officials it is doubtful whether this problem can ever be solved. Low scholastic achievement and a high incidence of managerial problems are highly associated with schools that have concentrations of minority ethnic and low socio-economic groups. Whatever the cause and effect relationship, effective solutions must be developed.

The Seattle Urban League in a recent publication, *Seattle's Racial Gap: 1968,* makes the following statements after discussing the local situation:

> Hope for the future of one's children can be a solace and a substitute for hope for one's own future. This hope, as it can be fulfilled by education, is denied to most ghetto parents.
>
> The fine words and well-publicized good intentions of leaders in business, labor, housing, education, employment, health, welfare, public safety, in the executive branches and elsewhere give rise to new hopes. These hopes, when not fulfilled, turn to frustration and desperation—the sparks for added chaos in the inner city.

It is not so surprising that in their bitter disappointment and hopelessness, some people resort to actions that we cannot condone. We must not wait to act until we have enough to write a chilling and lengthy report on civil disorder in the City of Seattle and the State of Washington. We must move now to build our future.

The recommendations in the report that follows are an attempt to point the way toward the solution of *de facto* segregation in the schools and, at the same time, improve the educational opportunities available to all youth.

Respectfully submitted,

Wesley C. Uhlman, *Co-Chairman*

John W. Brubacher, *Co-Chairman*
Educational Park Advisory Committee

Metropolitan Education Subcommittee
Joint Committee on Education
Washington State Legislature
3913-D 15th Avenue N.E.
Seattle, Washington 98105

REPORT OF THE EDUCATIONAL PARK ADVISORY COMMITTEE

THE PROBLEMS

The social, political, and economic crises of our urban areas affect every citizen. Unemployment, urban decay, racial strife, population shifts, and other social and economic conditions confront our society and its institutions with problems that can no longer be ignored or held in check with traditional or token stalling actions. The impact upon the schools of a democratic society in perpetual transition is profound, for the schools have an important role in keeping society from splintering into subgroups and in maintaining a viable democracy. This is especially true in times of transition and ferment.

No organization can avoid the evaluation and reassessment that our society is making of its institutions. Schools must change as the communities they serve change. Moreover, if the schools are to accomplish their whole purpose, they must be ahead of the times in assessing the needs of their pupils and planning facilities and programs to meet those needs. At present this is not the case. And it is a crisis of major proportions that the institutions responsible for preparing our youth for the future are unable to keep pace with the present.

Can, or should, the Seattle Public Schools, or any other central district in a metropolitan area, be expected to meet the problems of race and socio-economic deprivation alone? The district is beset by major problems with which it has struggled for some time, only to have them become more intense. The time has come to take bold steps and to relate educational planning to metropolitan development. Seattle, or any other central city, cannot separate itself from the whole metropolitan area any more than the suburbs that surround it can separate themselves from the city. They are economically and socially entwined and dependent on one another. The interrelationship of urban and suburban areas in our immediate area is dramatically demonstrated by the crowded transportation routes between them.

The most frequently cited statistic about metropolitan areas is the growing proportion of the nation's population which lives in them. By 1964, this proportion had reached 65 per cent and it is expected to reach 70 per cent by 1970. A phenomenon of perhaps greater significance to the schools is the trend of population redistribution between the central cities and their suburbs. There is a gradual, but consistent,

decrease in the proportion of the metropolitan population living in the central cities. This decline, coupled with a change in the characteristics of their populace, leads to an overall decrease in the student population of the central cities, while the minority group student population increases. The impact of population redistribution thus is intensified by a sorting-out process. In general more poor, less educated, and non-white Americans are staying in or coming to the central cities, while some whites with better educations and higher incomes move out.

These trends are apparent in Seattle. It is well known that the proportion of nonwhites in our central city has been increasing more rapidly than the overall population. The population of the City of Seattle in 1967 was 587,000, of which 7 per cent was Negro. It has been estimated that the 1970 population will be 590,000, 9 per cent of which will be blacks.

Due to a long history of discrimination, Afro-Americans have less education and lower incomes than most Euro-Americans. Thus the population redistribution has left the central city school system with a disproportionate number of students who are referred to as "disadvantaged." And, furthermore, that disproportion will continue to increase. The Seattle Public Schools enrollment in 1967 was 94,949, of which over 10 per cent was black. By 1970, it is estimated that the enrollment will have decreased to 90,000, more than 13 per cent of which will be Negroes. Disadvantaged children, whether black or white, are disadvantaged in terms of income and educational background of their parents, family composition, general home environment, or all of these. These are the underlying causes of the problems for which our schools and our society in general are finding it very difficult to provide remedies.

The educational-cultural gap so apparent in our society is, then, largely a condition of poverty—poverty in part caused by, and certainly complicated by, racial bias. Because race continues to be the single most inclusive determinant of socio-economic class, our schools must not avoid making efforts to integrate the racial groups within our society. When integration is accomplished—and we must think "when" and not "if"—every individual member of our society will benefit.

We know that the scholastic achievement, self-image, and aspirations of minority group students suffer in schools with a large minority group enrollment, and that the development of positive social attitudes by majority group students is hindered when they attend essentially all-majority-group schools. Compensatory education programs in segregated schools have not, and will not by themselves, achieve significant improvement.

For all of the above reasons and more, it seems prudent to take a fresh approach in educational planning based on what we now know about students, learning, technology, and management. Two sets of problems confront current urban education. The first set of problems is related to racial integration and forms a basis for drawing attendance boundaries and for organization. The second set of problems revolves around quality of education. One set of problems must not be solved at the expense of the other.

Quality education must involve adaptation, innovation, attraction, and comprehensiveness. Adaptation implies that schools must be responsive to the communities in which they are located, as well as to the wider demands of the metropolitan area, the state, and the nation. The organization, the curricula, and the methods used by the schools should be appropriate to students' needs and abilities. Courses must be offered that challenge students and prepare them for college or occupations and for leadership roles in society. Students with difficulties must be presented with an environment designed to remedy their deficiencies. The characteristics of the student population change over time. Good schools must kindle their interests, develop their aspirations, and stimulate them to further their education. School organization must be sufficiently flexible that it permits and encourages students to move from one group of activities to another, as their needs, motivations, and capacities change.

More money is necessary to permit schools to fulfill their function. The tasks that the schools must undertake in order to provide a good education for all children have grown in size and complexity much more rapidly than financial support for schools has been increased. Financial support for schools must be increased as they continue to look for and apply improved methods of teaching, counseling, organizing schools, and allocating the available resources.

Research activities in education have been increasing, and our schools would be remiss if they did not apply and implement the findings of these research activities. This is innovation. Innovation in education must not be undertaken for the sake of change or the purchase of mechanical gadgets. It involves a careful application of new patterns of organization, new equipment, and new curricula, in order to accomplish carefully thought-out goals. It also involves a willingness to break with the comforts of tradition.

It takes much more than an attractive physical plant and surroundings to give schools attraction. Attraction involves enthusiastic teachers and other staff members, a curriculum which meets the needs of the

students, ample supplies and equipment, and a certainty that the school, as an institution, has set out to meet the needs of its constituency. The schools must again capture the public imagination, as they did in the Thirties, when universal secondary education became commonplace.

Comprehensiveness is a noteworthy development of the American public educational system. It presumes that students from various backgrounds, with different interests, and with unequal capabilities can attend school together. A comprehensive school provides course offerings, facilities, and staff that meet the full range of student needs. A comprehensive school does not cater only to the college-bound student, or only to the pre-vocational student. Rather it provides a variety of experiences and models for every student. It provides an opportunity for individual students to see what other parts of our society are like, and tends to point out the common ground that makes our society one society. A comprehensive school is both academically and occupationally oriented. It serves a local community, and it serves society as a whole. It is perhaps the primary institution that can make our society whole.

THE EDUCATIONAL PARK CONCEPT

An educational park is a comprehensive school complex situated to serve a large number of students from a large attendance area. Ideally, such a facility would be located in a spacious park-like setting and meet educational, recreational, and social needs of its community as well as of its students.

The underlying concepts are not new to public education in the United States. School consolidation in rural areas has a purpose similar to one of the purposes of the metropolitan educational park; namely, the collection of enough students at one place to make better education economically possible. Just as the consolidated rural school offers educational opportunities unmatched by the small schools it replaced, an educational park in a metropolitan area will offer chances to urban youngsters which are unavailable in existing schools.

Another purpose of the educational park clearly is desegregation. The use of the public schools as instruments for American social purposes is not new either. Public schools have long been a logical and reasonable instrument for moral instruction, Americanization, and the training of good citizens. One of the basic assumptions underlying public education in a democracy is that it knits the diverse social and ethnic elements into a viable pluralistic society. A comprehensive school, which brings together a variety of student backgrounds and a large variety of school programs, would be organized to achieve such a purpose. It provides

the individual student with experiences in competing and getting along with a variety of fellow students. The present lack of such experiences for white and black students handicaps them in the world in which they live, whether they are growing up in a suburb or in an urban ghetto.

The educational park, then, is an organizational innovation. It is designed to provide quality education and could serve the cause of integration. Three of its organizational characteristics are comprehensiveness, large size, and internal decentralization.

An educational park is intended to serve a heterogeneous student body; it must provide a wide variety of courses, facilities, and staff. Such a school must be relatively large. The metropolitan setting and its comprehensiveness and large size seem to go hand in hand. Since integration is one of the basic objectives the school is intended to meet, its attendance area must extend over more than one subcommunity. In view of the high density that characterizes many of our urban and suburban neighborhoods, this suggests a large enrollment. There are advantages in large size. Economies of scale are possible if provision is made for shared facilities. For example, the per student cost of providing food preparation space for equipment and personnel will decrease as the number of students served increases. Similarly, the per pupil cost for libraries and resource centers decreases as the number of pupils served increases. Large size also provides better opportunities for the optimal use of rooms and equipment and permits greater diversification of course offerings. For example, a school of 2,000 students may be able to provide an electricity shop because there is sufficient demand for it, while a large educational park might provide an electricity shop and an electronics shop as well for the same per pupil cost. Similarly, a high school of 2,000 might offer Spanish, French, German, and Latin in the area of languages. A larger educational park might offer all of these, and Russian, Chinese, and African languages as well, for no greater per pupil cost. These are only a few of the possibilities. The curriculum will become more varied and the overall quality of education will be improved.

This discussion of size in regard to the educational park leads us to a third characteristic—internal decentralization. Large size can result in a loss of personalized relationships, i.e., students might lose their feeling of identity with their school. In addition, if the student organization were too large, teachers and administrators may find it very difficult to control the environment of the school so as to encourage the development of socially desirable attitudes and behavior. This is why internal decentralization is a characteristic of the educational park. Very simply,

this means a school within a school type of organization. Each student would belong to a subunit, or school within the total school (park), with its own corps of teachers, counselors, administrators, and its own regular classrooms. This kind of organization should lead to closer relations between students and teachers and give both groups a feeling of belonging to a particular, identifiable organization. And because each of these would be located within the educational park, all auxiliary facilities and services would be available to each subunit at considerable savings or increased utilization.

It should be emphasized that a truly comprehensive school, i.e., a metropolitan educational park, should serve a heterogeneous student body. With respect to socio-economic class, this means an interaction of students from various social and economic backgrounds. Because the correlation between socio-economic class and race is currently so high in our cities, this indicates that a comprehensive school will be an integrated school. If it is necessary to provide racial balance by permitting the attendance of white or nonwhite students from outside the immediate area of the educational park, the high quality education can be relied upon in part to draw them. For example, the high quality science and mathematics programs might attract students who wish to pursue a specialty in these fields. Exceptional pre-vocational and vocational programs, as well as remedial programs, ought to attract other students. The integration of the educational park would depend in part on its location and in part on a high quality comprehensive program which should attract every kind of student.

A TENTATIVE MODEL TO ILLUSTRATE A FRAMEWORK IN WHICH THE EDUCATIONAL PARK COULD SERVE THE SEATTLE METROPOLITAN AREA AND ALLEVIATE RACIAL IMBALANCE

This model has been prepared to help illustrate and conceptualize the general framework in which the educational park proposal could be implemented. It is not meant to be a detailed model, or a final one. Its purpose is to illustrate and to serve as a starting point for detailed consideration. The model is intended to be compatible with the goals of the Seattle Public Schools. The assumptions of this model are:

1. Racial segregation creates conditions that pose a threat to the general health and welfare of local communities and to the State.
2. Racial segregation is not only undesirable and costly to our State, it is unconstitutional as well.

3. Problems brought about by racial isloation have reached the point where it is no longer possible for each local community or each local school district to deal successfully with them. The central cities in our metropolitan areas are the prime examples of this circumstance.
4. The entire State will benefit from an equitable solution of this problem.
5. It will be far less costly to attack this problem now than to delay.
6. With sound educational planning, it is possible to provide integrated schools that will offer all pupils a better quality education.

For this model, the schools in Seattle that have more than 25 per cent Negro enrollment are considered to be *de facto* segregated. The achievement level of the pupils in these schools was another selection criterion. If the achievement level is high, even though the racial balance in a school is not good, that school would not be disturbed during the initial phase of desegregation. This will help make the task manageable and at the same time significantly reduce racial isolation in schools where pupils are experiencing severe negative effects of *de facto* segregation. Table I details the populations of all of the schools that were initially considered and shows how the twelve target schools were selected.

Both the State and local school districts should act to bring about the alleviation of *de facto* segregation in Seattle.

Action by the State would include:

1. Acquire a site and initially construct a four-year secondary unit to serve 4,000 students, 2,000 of whom would come from the suburbs and 2,000 from the central city.
2. Construct an intermediate school at the educational park during this or subsequent biennia.

Action by the local school districts could include:

1. Convert Garfield High School to a racially balanced four-year high school or a specialized school, such as a school of business and technology, to serve the entire metropolitan area.
2. Convert four existing Seattle junior high schools to middle schools. (Ninth grade students from the converted junior highs will attend four-year high schools.)
3. Convert the target elementary schools to K-4 schools.

Assume that the plan is in operation. A secondary unit has been constructed on Mercer Island or some other site conveniently reached from both the city and the suburbs. Approximaately 500 black students from

TABLE I

DE FACTO SEGREGATED SCHOOLS IN SEATTLE, OCTOBER, 1967

School	Number of Students			% White	% Japa-nese	% Chinese	% W+J C+	% Negro	% Other
	Total	White	Non-white						
Mann*	240	7	233	2.9	0.0	0.0	2.9	94.6	2.5
Leschi	419	19	400	4.5	0.7	0.0	5.2	94.0	0.8
Minor	750	62	688	8.3	2.0	0.7	11.0	83.5	5.5
Colman	567	52	515	9.2	3.9	0.9	14.0	81.1	4.9
Gatzert	772	99	673	12.8	15.4	13.1	41.3	45.2	13.5
Harrison	347	60	287	17.3	0.3	0.3	17.9	80.7	1.4
Madrona	797	132	665	16.6	1.6	0.8	19.0	79.9	1.1
Beacon Hill**	756	231	525	30.6	18.5	27.9	77.0	10.6	12.4
Kimball***	283	102	181	36.0	14.8	13.1	63.9	25.8	10.3
Stevens	565	259	306	45.8	0.5	1.8	48.1	48.3	3.6
Van Asselt***	951	479	472	50.4	9.8	8.3	68.5	26.5	5.0
Muir	900	461	439	51.2	4.8	4.0	60.0	33.1	6.9
High Point	901	533	368	59.2	0.6	0.0	59.8	28.7	11.5
Columbia***	861	518	343	60.2	6.7	3.9	70.8	23.5	5.7
So. Van Asselt**	232	140	92	60.3	17.7	9.5	87.5	8.2	4.3
Brighton**	754	497	257	65.9	10.5	1.2	77.6	15.0	7.4
Hawthorne**	383	253	130	66.1	13.1	2.3	81.5	15.9	2.6
Montlake**	438	322	116	73.5	1.8	2.5	77.8	21.0	1.2
Washington	748	46	702	6.1	9.5	5.7	21.3	73.1	5.6
Meany	1072	493	579	46.0	2.9	2.3	51.2	45.6	3.2
Mercer**	1291	678	613	52.5	14.1	11.2	77.8	17.0	5.2
Sharples**	1359	1006	353	74.0	7.9	2.1	84.0	12.4	3.6
Garfield	1640	520	1120	31.7	5.5	4.1	41.3	54.8	3.9
Franklin**	1890	1178	712	62.3	10.4	6.1	78.8	16.6	4.6
Cleveland**	1017	674	343	66.3	11.2	8.8	86.3	9.1	4.6

Other—includes Filipino, American Indian, and Unclassified

* School Phased Out

** Combined Oriental and White population exceeds 75%

*** Combined Oriental and White population exceeds 60%

Minority group pupils have good educational environments in (**) and (***) schools. All other schools are target *de facto* segregated schools for this model.

the Garfield High School travel to the new facility. Fifteen hundred students from other Seattle high school areas (including 270 former Washington and Meany Junior High ninth graders) also go to the educational park. The remainder of the student body is made up of 2,000 students from the suburbs. Later, the campus will be expanded to include an intermediate unit and the total enrollment at the park will increase to eight-ten thousand students from the metropolitan area.

The Garfield building is suited and situated to serve as a specialized vocational and technical school for a large part of the metropolitan area. The Seattle School District should give this serious consideration. Not all

TABLE II

POSSIBLE MIDDLE SCHOOL AREAS IN SEATTLE*

FEEDER SCHOOLS	*A*		*B*		*C*		*D*	
	Negro	*Other*	*Negro*	*Other*	*Negro*	*Other*	*Negro*	*Other*
Meany (7th & 8th)	170	203	170	204				
Minor (5th & 6th)	143	28						
Stevens (5th & 6th)	64	69						
Middle School Area A								
(7th & 8th)	26	1140						
(5th & 6th)	32	705						
Harrison (5th & 6th)			59	14				
Madrona (5th & 6th)			157	40				
Middle School Area B								
(7th & 8th)			30	614				
(5th & 6th)			33	702				
Washington (7th & 8th)					178	65	178	65
Muir (5th & 6th)					83	169		
Leschi (5th & 6th)					103	7		
Middle School Area C								
(7th & 8th)					14	1013		
(5th & 6th)					9	393		
High Point (5th & 6th)							48	118
Gatzert (5th & 6th)							72	87
Colman (5th & 6th)							117	27
Middle School Area D								
(7th & 8th)							22	612
(5th & 6th)							15	525
TOTAL	435	2145	449	1574	387	1647	452	1434
	2580		2023		2034		1886	
PER CENT	17%	83%	22%	78%	19%	81%	24%	76%

* This table shows four middle schools that might result from the conversion of four existing Seattle junior highs: two located north of the Lake Washington Ship Canal, one in West Seattle, and one in the Rainier Beach area. The table also shows the racial composition of the projected schools.

TABLE III

SCHEMATIC DIAGRAM OF A POSSIBLE FIRST STEP TO REDUCE RACIAL ISOLATION IN SELECTED TARGET SCHOOLS IN SEATTLE, WASHINGTON

Certain Non Target Elementary Schools	*Target Elementary Schools*	*Junior High Schools*	*Senior High Schools*	*Garfield High School*	*Park Educational*	*Surburban High Schools*
5th & 6th graders from certain non-target area elementary schools will attend Middle Schools →	9 Elementary Schools *de facto* segregated converted to Head Start, K-4 Centers	18 Seattle Junior High Schools	4 changed to four-year schools	Changed to four-year school		
		4 converted to Middle Schools serving 5th, 6th, 7th & 8th grades		500 Negro students to Educational Park →	→ 500	2,000 9th, 10th, 11th, & 12th graders to Educational Park
	5th & 6th grades shifted to Middle Schools	500 students per grade level	←	Voluntary Transfers	← 2,000	
		9th graders moved to four-year schools →	→	→	→ 580	
N.B. The moving of 5th & 6th grades from certain schools will allow the removal of portables, also if it is desired, there could be some transferring between target schools and non-target schools grades K-4	Install full-day kindergarten, Head Start and compensatory education in the target schools—Minor, Harrison, Stevens, Madrona, Muir, High Point, Leschi, Colman, and Gatzert		480 10th, 11th, & 12th graders to Garfield →	→		
			920 10th, 11, & 12 graders to Educational Park →	→	→ 920	

students have the desire to, nor should they, attend college. A program designed to equip students with the skills necessary to become gainfully employed upon graduation could be provided there. The leaders of business, industry, and organized labor are ready to assist in the development of such a school. Whatever decision is made, racial imbalance at Garfield High School should be eliminated.

The nine target elementary schools could be converted to K-4 primary schools. The fifth and sixth graders, as shown in Table II, would be sent to the middle schools. In these primary schools, full-day kindergartens could be offered, Head Start and Follow-Through type compensatory education could be included in the first, second, and third grade programs, and compensatory education could be offered in the fourth grade. Portables should no longer be necessary at these schools.

Discussion

The Seattle metropolitan area's problems are the same problems that have faced the older metropolitan areas in the United States, with perhaps one exception—that of degree. If we plan and move ahead rapidly, some of the disturbing aspects of our rapidly developing metropolitan area may be halted; and we can be saved from the fate that has already befallen many of our country's older cities. If we wait any longer, Seattle will share, rather than benefit from, the sad experiences of some Eastern cities.

The value of the educational park in relieving racial imbalance—in coming to grips with the problem of *de facto* segregation—seems obvious in this case. There will continue to be a need for new school facilities in the Seattle metropolitan area as the population increases and antiquated and temporary facilities are replaced. Therefore, it will not be necessary to close any existing school facilities in order to give the educational park an opportunity to function and be evaluated on its own merits. Not to give it a fair trial would do an injustice to the educational possibilities of our area and limit the educational opportunities of an increasingly sizable segment of the Seattle metropolitan area school population.

There are sizable areas in the Seattle metropolitan area that seem to be well suited for such an operation. And it is painfully clear that some of our problems are not, and probably cannot be, met with the programs under way at this time or within present school district boundaries. However, the adoption of the educational park concept will not mean that this plan will be imposed upon every section of the metropolitan area and every phase of the educational program.

Size is an essential factor in the educational park concept. The larger the population from which it draws, the more possible it is to draw students from various racial and socio-economic groups. In our booming metropolitan area, the location of an educational park will be critical. Since integration is a major purpose of the park, care must be taken in its location so that it will not in the future become a segregated institution. This factor points to a suburban or fringe of the city location.

A third critical element in the educational park concept is the variety and quality of programs and facilities. It must attract students, whatever their ethnic or social background, by offering programs that are unavailable at other institutions. However, integration should not depend solely on the drawing power of the institution. If we are seriously committed to the elimination of socio-economic deprivation and discrimination, some authority must be given the power to insure a heterogeneous student body.

The metropolitan educational park would provide a framework within which the problems of a greatly expanding body of knowledge and increased staffing and facility costs might be realistically met. The tremendous increase in the knowledge that must be taught today and the accompanying cost of this teaching warrant a centralization of facilities for efficiency beyond that which we have now. We know that the cost of the program we have in mind would be prohibitive in a system of small schools. Even if all of the students attending the educational park were of the same race or socio-economic class, some of the educational advantages of this concept would remain undimished. However, a multi-racial education would be one of the major contributions of the park to suburban and urban pupils alike, and plans should be made to keep the park multi-racial.

The educational park would offer possibilities for more individualized instruction because of the greater number of courses and groupings that could be offered. The specialized facilities required for individualizing instruction would be available to all of the students in the facility. Indivualized instruction does not occur simply by isolating individual students. A good deal of equipment, a great number of resources, and the staff for such an operation could be provided at the educational park at a reasonable per pupil cost. In addition, such services as testing to determine the reason for reading difficulties, or to determine which mathematical concept a particular student has failed to master, and, of course, psychological and medical services could be provided.

Another advantage is better articulation between the various levels in the setting of an educational park. It is extremely important that a

teacher know where a student is before he attempts to take him farther. The larger number of pupils housed in an educational park would provide a greater and more complete gamut of abilities and skills and needs. And the park would provide the facilities within which this range of student characteristics can be dealt. The comparison between a park facility and one of our present schools in this regard is similar to that between a general hospital and a clinic. This would lead to a program that would take individual students from the point at which they presently are and move them forward in their education—a type of program that we could not realistically expect to be developed in small schools, and yet one that is essential for disadvantaged youth and desirable for all.

An outstanding characteristic of an educational park complex is its flexibility. If we need new programs and different types of organization and facilities now, so shall we also in the future. And it should be possible to modify facilities and improve the programs in an educational park during its operation. This is true in part because of its size, but also because of the wide variety and extent of its facilities.

The educational park would provide increased opportunities for research and demonstrations. Research regarding the best way to teach different skills and subjects, on how to best reach and stimulate students, and into such matters as the proper sequence in which materials ought to be presented could be carried on and applied within the institution.

It is also true that the educational park facility would attract other related agencies and services. For example, those students who would terminate their education at the institution might be offered guidance by employment agencies. Public health and recreational agencies might also find this an excellent place in which to locate facilities and offer services. The educational park facility should be used by the general public. At the present time, most schools are normally open about six hours a day, five days a week, for nine months out of the year. They are closed at other times, partly because their facilities are too limited to have any broad, non-school use. This should not be true of the educational park. Its facilities could be available on a seven-day-a-week, year-round basis. Gyms, playfields, swimming pools, auditoriums, tennis and badminton courts, classrooms, libraries, and other facilities would no doubt be a welcome resource for the community.

Another very practical reason for considering the educational park is that it provides for population mobility. The educational park, unlike smaller school facilities, could be adapted to changes in the population pattern and density. New housing projects, commercial and industrial

development, and urban renewal are causing sizable population shifts in our community. Such shifts are an agonizing problem for school planners because of the lead time required to establish schools and because of the life span we expect of a school building. Since it would be planned and constructed for a very large community, the educational park would not be so acutely affected by gradual or abrupt population changes in any one area. Other alternatives, such as open enrollment, paired schools, one-grade schools, voluntary transfers, mandatory transfers, and attendance boundary changes do not offer as many opportunities for the present, or for the future, as would the educational park.

When we recall our reaction to Sputnik, the drives for research on cancer and polio, and other clear needs, it is amazing and inexplicable that we have moved so slowly in response to *de facto* segregation and the strife and disorder it brings right into our community. The adoption of this proposal alone would by no means solve Seattle's *de facto* segregation problems even temporarily. Indeed it is not meant to. It is a way to help ease Seattle's central city educational problems—the whole metropolitan area's problems—sufficiently to allow those problems to be met within a reasonable space of time and area. The educational park plan offers several options and holds promise for keeping up with the growth and development of our area. The whole problem of segregation and discrimination must be attacked by every institution of our society, not just the schools.

SOME RECOMMENDATIONS FOR ACTION

We feel constrained to again express a feeling of urgency for immediate action—significant action—that will improve the quality of education in general and specifically meet the problems brought upon us by *de facto* segregation.

The National Advisory Commission on Civil Disorders in its report stated:

> We support integration as the priority education strategy because it is essential to the future of American society. We have seen in this last summer's disorders the consequences of racial isolation, at all levels, and of attitudes toward race, on both sides, produced by three centuries of myth, ignorance and bias. It is indispensable that opportunities for interaction between the races be expanded. "The problems of this society will not be solved unless and until our children are brought into a common encounter and encouraged to forge a new and more viable design of life."

The Washington State School Directors' Association in a policy statement adopted in December, 1967, asserted that ". . . a better educational experience for all children exists if every child has the privilege of learning in a multiracial setting." The WEA report, *De Facto Segregation in Washington State,* specifies that: "The Washington Education Association believes in school integration, not only because of its potential beneficial effects on school achievement, but also, and more importantly, because it is the sole means available to us for making our society whole and cohesive."

Enough, and more, has already been said. We recommend the following actions:

RECOMMENDATION No. 1

That the 1969 State Legislature should act to make it possible for school districts within a metropolitan area to plan and implement cooperatively such programs that will improve the quality of education and/or alleviate de facto segregation in schools.

The WEA, in the report referred to above, has recommended the development of the metropolitan and regional school concept; we concur with this and urge that actions be taken to make it a reality.

This enabling legislation would make it possible for school districts to utilize a kind of organization that has already proven effective in other instances. The Municipality of Metropolitan Seattle (Metro) was created to clean up the waters of Lake Washington and to treat sewage from that metropolitan area, because the job could not be accomplished by any one local community. Just as several communities border Lake Washington, so do several distinct communities make up any metropolitan area. Surely it is not revolutionary or utopian to put educational planning and action on the metropolitan level when the effectiveness of this kind of organization for other problems that are metropolitan in scope, such as water pollution and the stadium, has already been demonstrated.

RECOMMENDATION No. 2

That the 1969 State Legislature should empower and instruct the Superintendent of Public Instruction to determine which areas of the State would benefit from a metropolitan approach to educational planning and take the initiative in bringing about consultation and combined planning and action among the school dstricts within each such area.

It seems clear that our State will continue to develop at a more rapid

rate than most of the nation. We must plan the future now. The problems faced by the schools in our metropolitan areas will become more intense in the immediate future. This recommendation is made in order that Washington State and its communities can be spared some of the misery that has accompanied growth and urban development in other areas.

RECOMMENDATION No. 3

That the 1969 State Legislature should establish a board to begin at once to plan an educational park for the Seattle metropolitan area.

It is essential that the park be available for use in the very near future; therefore, planning must begin as soon as possible. The board must detail such items as basic organization of the facility, administration, transportation, and curriculum. While this would probably be the only metropolitan educational park in the State for at least a few years, it could serve as a pilot or model for others. The board will need to coordinate its efforts with the planning for educational centers by the Seattle Public Schools, planning by the other school districts involved, and with the comprehensive planning of the Seattle and King County Planning Commissions. Unless this step is taken immediately, it will not be possible to open the park to students within a reasonable time. Considering the length of time required for site acquisition, planning, and construction, it will require expeditious actions to open the secondary unit by the fall of 1972.

RECOMMENDATION No. 4

That the local school districts involved, especially the Seattle public schools, should plan and coordinate their planning for the immediate future so as to make the fullest possible use of the opportunities the educational park will offer.

As the example model diagramed in Table III on page 11 of this report shows, the creation of an educational park would involve all the local communities that have access to it. However, proper utilization will not just happen; advance planning by the school districts will be necessary. The Seattle Public Schools, in particular, will be taking actions in the near future that should both complement and utilize the educational park. The new facility, like all good schools, must be the result of planning aimed at meeting the actual needs of the community it will serve.

Most of the recommendations above are directed to the Washington

State Legislature. This is appropriate since the State is the governmental level which is given the responsibility for education. The Washington State Constitution in Article IX, Section 1, states: "It is the paramount duty of the state to make ample provision for the education of all the children residing within its borders, without distinction or preference on account of race, color, caste, or sex."

It is true that the State has delegated some of this responsibility and authority to local communities, but the Legislature determines the basic organizational pattern and fiscal procedures for the operation of all school districts. Since the creation of a metropolitan educational park is a departure from the current organizational and fiscal pattern, the State Legislature is the body that must act to make it possible to move ahead.

A TENTATIVE DRAFT OF A LEGISLATIVE PROPOSAL DESIGNED TO IMPLEMENT THE METROPOLITAN EDUCATIONAL PARK RECOMMENDATION

The legislative proposal designed to implement the Advisory Committee's recommendations should not detract from the primary concern; namely, the establishment of an educational park in a suburban King County setting. However, practical decisions must be made in regard to finance, administration, attendance, racial balance, and other related matters. The necessary decisions, though, should be set forth for community debate. The Advisory Committee's preferences on these matters are presented here in the form of a tentative draft of a legislative enactment.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

NEW SECTION. Section 1. This act shall be known as and may be cited as the Metropolitan Educational Center Act of 1969.

NEW SECTION. Sec. 2. "Educational Center" for the purpose of this act shall mean a comprehensive educational facility serving more than one school district.

NEW SECTION. Sec. 3. There is hereby established in King County a metropolitan educational center, comprising the common school system, to be named by the board of directors and hereinafter referred to as "East Lake Washington Metropolitan Education Park."

NEW SECTION. Sec. 4. Within thirty days after the effective date of this act, the governor shall appoint a board of directors for the East Lake Washington Metropolitan Education Park as provided in Section 6 of this act.

NEW SECTION. Sec. 5. The State Superintendent of Public Instruction is directed to prepare a comprehensive survey of the need for and location of additional metropolitan educational centers. The report shall be presented by September 1, 1970, to the Joint Committee on Education, members of the legislature, and the governor and shall include any recommended changes or additions to this enabling act. The report shall be up-dated prior to each legislative session. Upon budgetary authorization by the legislature of new metropolitan educational centers, the governor shall make, within thirty days, the board member appointments as provided in Section 6 of this act.

NEW SECTION. Sec. 6. For each designated metropolitan educational center, the governor shall appoint, subject to the consent of the Senate, a seven member board of directors, who are residents of the communities served by the center. The terms of office shall be for four years and the date of expiration shall be December 31st of the respective year. Initial appointments shall be for terms as follows: one for one year, two for two years, two for three years, and two for four years. PROVIDED; That at least four members shall be elected board members of the school districts served by the center and whose terms of office shall be contingent upon continuance as an elected school board member. PROVIDED FURTHER; That a person appointed to fill a vacancy shall be appointed for the remainder of such term.

NEW SECTION. Sec. 7. The board of directors of the East Lake Washington Metropolitan Education Park shall study, examine, and select prior to December 31, 1969, a site (or sites) in King County within the boundaries of an east Lake Washington school district for the permanent location of the East Lake Washington Metropolitan Education Park. The property selected shall be sufficient for at least eight thousand students. The board of directors is directed to make every effort to cooperate with the school districts in King County that will be served by the center and to receive students at the East Lake Washington Education Park by September 1972.

NEW SECTION. Sec. 8. The board of directors of each metropolitan educational center is authorized and specifically directed, as soon

as practicable and sufficient funds are appropriated or otherwise made available for such purposes, to:

(1) Acquire the necessary real property for the permanent location of the metropolitan educational center.

(2) Employ an administrative and planning staff. PROVIDED; That the State Superintendent of Public Instruction shall appoint an acting superintendent until the selection of a permanent superintendent and shall provide such consultive services as requested.

(3) Provide for the construction of such buildings, appurtenances, and facilities as approved by the State Superintendent of Public Instruction.

(4) Take such further action as may be necessary to prepare the metropolitan educational center for the reception of students.

NEW SECTION. Sec. 9. The board of directors of each metropolitan educational center, unless specified otherwise in this act, shall have all the powers and duties as are presently or may hereafter be granted to existing school districts by law. PROVIDED; That nothing in this act shall be construed as causing metropolitan educational centers to become taxing districts. PROVIDED FURTHER; That nothing herein shall be construed as changing the boundaries of any common school district.

NEW SECTION. Sec. 10. The State Superintendent of Public Instruction shall include within his budget requests to the legislature for the common schools sufficient funds for the needs of the metropolitan educational centers.

NEW SECTION. Sec. 11. Notwithstanding any other provision of law, state funds for the metropolitan educational centers, including maintenance and operation, capital construction, and transportation, shall be borne by appropriations to the State Superintendent of Public Instruction. Allocations by the State Superintendent of Public Instruction shall be made on the basis of need and irrespective of apportionment and building formulae for the common schools. The State Superintendent of Public Instruction may prescribe and require such budget and accounting procedures, reports, and information as he deems necessary.

NEW SECTION. Sec. 12. The board of directors of each metropolitan educational center is authorized to receive and expend private, local, state, and federal funds.

NEW SECTION. Sec. 13. No student will be denied admission to the metropolitan educational centers because of the location of his residence and no fees or tuition will be charged either the student or the school district in which he resides. PROVIDED HOWEVER; That the State Superintendent of Public Instruction is authorized and directed to promulgate such attendance policies as are necessary for the implementation of this act and to prevent any metropolitan educational center from becoming racially imbalanced, as may be defined by the State Superintendent of Public Instruction.

NEW SECTION. Sec. 14. There is hereby appropriated from the state's general fund to the State Superintendent of Public Instruction during the 1969-71 biennium $17,000,000 or as much thereof as necessary for the capital construction and operating needs of the East Lake Washington Metropolitan Education Park. PROVIDED; That $150,000 or as much thereof as is necessary be made available for the study directed in Section 5 of this act.

REPORT OF THE SITE REVIEW SUBCOMMITTEE

No effort has been made by the subcommittee members to affix a judgment as to the suitability of one site in relation to another, inasmuch as no criteria were given to the subcommittee by which such an evaluation could be made. The following sites were reviewed:

1. Luther Burbank Site: This was the most attractive of the sites reviewed, relative to setting, geographical location, ownership, etc. The attitude of the King County Park and Recreation Board appears to be a serious handicap in further consideration of this site.

2. Factoria Interchange: This site is approximately 39 acres, immediately south of Highway 10 and fronting on 128th Avenue and S.E. 36th Street, Bellevue. The land is fully utilizable and fully cleared. Sewer and water systems assessments are paid. The geographical location is excellent. Immediately south and contiguous to this land is another plot of 25 acres, fully utilizable, which, in turn, joins the present Newport High School property of the Bellevue School District. The possibility of joint utilization of this property with the facilities of the Newport High School would justify further consideration of this site.

3. Northrup Avenue Site: This contains approximately 33 acres of fully utilizable, zoned industrial land, fronting on Newport Way and 124th Avenue S.E., Bellevue. All utilities are available. The adjoining

property is being used for industrial purposes. This site is not recommended for further consideration because of cost and industrial setting.

4. Somerset Area: This is approximately 300 acres of land in Bellevue immediately east of the Coal Creek-Newport Road and south of the Somerset development. The terrain is hilly, and no sewer or water facilities are presently available on the property. Geographical location of this site is fair. Substantial land preparation costs could be expected if this property were used.

5. Lake Boren Area: This is an area of approximately 105 acres, located immediately south of Lake Boren near S.E. 80th to 88th Street and 144th Street S.E. The terrain is rolling hills with some ravines. Water and sewer facilities presently are not available. It would require large expenditures for site development.

6. Marymoor Park Location: This area is approximately 50 acres in Bellevue immediately west of Marymoor County Park, bounded by West Lake Sammamish Road and Evergreen-Redmond Expressway. All utilities are available. The land, rolling and sloping to the east, is mostly usable. The present day-school tenant has a lease to June 30, 1972.

7. Lake Washington School District, Juanita Site: This consists of 50 acres, located at N.E. 132nd Street and 100th Avenue N.E., Juanita. This site is approximately five miles north of the Evergreen Route 405 Intersection. The geographical location is good. Plans presently are being formulated by the Lake Washington School District for the erection of a new senior high facility. The school district appears willing to discuss joint development and usability of the site as an educational center and school facility. Time would be the essence in the development of this facility, as the school district is planning at this time to proceed with working drawings. Site preparation is now under way. This is worthy of continued exploration.

8. Redmond-Fall City Road Site: This is approximately 60 acres of fully usable, cleared land. All utilities are available. The location is immediately east of the junction of the Redmond-Fall City Road and the Old Brick Road. It is the approximate terminus of the Evergreen-Redmond Expressway, and the geographical location is good.

Conclusion

Sites are available in the east Lake Washington area for the construction of an educational park serving the Seattle metropolitan area.

Additional copies of this report are available upon request from the Metropolitan Education Subcommittee Office at 3913-D 15th Avenue N.E., Seattle, Washington 98105.

Requests for speakers and comments from the public should also be addressed to the Subcommittee.

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